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99TH CONGRESS
1st Session

SENATE

REPORT
99-171

AMENDING THE ACT OF OCTOBER 15, 1966 (80 STAT. 953; 20 U.S.C. 65a), RELATING TO THE NATIONAL MUSEUM OF THE SMITHSONIAN INSTITUTION, SO AS TO AUTHORIZE ADDITIONAL APPROPRIATIONS TO THE SMITHSONIAN INSTITUTION FOR CARRYING OUT THE PURPOSES OF SAID ACT

NOVEMBER 4, 1985.—Ordered to be printed

Mr. MATHIAS, from the Committee on Rules and Administration, submitted the following

REPORT

[To accompany S. 582]

The Committee on Rules and Administration, to which was referred the bill (S. 582) to amend the Act of October 15, 1966 (80 Stat. 953; 20 U.S.C. 65a), relating to the National Museum of the Smithsonian Institution, so as to authorize additional appropriations to the Smithsonian Institution for carrying out the purposes of said Act, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

EXPLANATION OF COMMITTEE AMENDMENTS

The Rules and Administration Committee adopted two committee amendments to Senate bill 582 at the Committee's business meeting on October 29, 1985. These two amendments deal with the position of Director of the National Museum and the amounts authorized for three rather than five fiscal years, including the amount authorized for the current fiscal year. The explanation of these two committee amendments follows:

1. An amendment to the first section of the bill, striking all after the word "of", on line 6 of page one, and adding, "$843,000 for fiscal year 1986, $893,000 for fiscal year 1987, and $943,000 for fiscal year 1988."

Purpose of this amendment: At the Committee's hearing on July 24, 1985, the Secretary of the Smithsonian gave no definitive

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reason or explanation for the provision in S. 582 proposing a five year rather than a three year reauthorization period, nor for the Smithsonian proposing no increase for fiscal year 1986 and "such sums as may be necessary for fiscal years 1987 through 1990". This Committee adopted amendment would change from five to three the number of years being reauthorized; it would increase from $793,000 to $843,000 the amount authorized for fiscal year 1986; and it would provide for modest ($50,000), specific amounts of increase for fiscal years 1987 and 1988.

2. An amendment adding a new section at the end of the bill which would strike from the first line of 20 U.S.C. ½ 65a, after the first word "The", the words "Director of the National Museum under the direction of the".

Purpose of this amendment: At the time Congress enacted the National Museum Act of 1966, there was a National Museum at the Smithsonian Institution and a Director of the National Museum. There has been neither for almost 20 years. [The Board of Regents of the Smithsonian Institution considers, symbolically, that "The National Museum" consists of the whole body of national collections, museums, bureaus, programs, and activities comprising the Smithsonian Institution.] By deleting references to this nonexistent position, the Secretary of the Smithsonian Institution will be solely, and properly, responsible for carrying out the provisions of this Act.

Background of the National Museum Act

The purposes to be carried out by this Committee's reported recommendation for the reauthorization of appropriations in Senate bill 582 are stated in the National Museum Act of 1966.

> the Director of the National Museum under the direction of the Secretary of the Smithsonian Institution shall—
>
> (1) cooperate with museums and their professional organizations in a continuing study of museum problems and opportunities, both in the United States and abroad;
>
> (2) prepare and carry out programs by grant, contract, or directly for training career employees in museum practices in cooperation with museums, their professional organizations, and institutions of higher education either at the Smithsonian Institution or at the cooperating museum, organziation, or institutions;
>
> (3) prepare and distribute significant museum publications;
>
> (4) perform research on, and otherwise contribute to, the development of museum techniques;
>
> (5) cooperate with departments and agencies of the Government of the United States operating, assisting, or otherwise concerned with museums; and
>
> (6) report annually to the Congress on progress in these activities.

The Rules and Administration Committee's report on the most recent previous bill proposing the reauthorization of appropriations

for the National Museum Act (Report No. 98-95 to accompany S. 840) eloquently expands on this statement of purpose. Report number 98-95 states, in part:

> Since it was initially funded in 1971, the National Museum Act has contributed significantly to the upgrading of the quality and standards of the museum profession. Though the dollar amounts involved have been small, it has played a key role in assisting the professional to provide improved care for and to make better use of museum collections in training for the preservation of collections. Funds were first authorized for the Act in fiscal year 1968. No funds were appropriated, however, in fiscal years 1968, 1969, or 1970. In 1970, 1974 and 1977, the program was reauthorized, each time for three years. In 1980, the program was reauthorized for two years. Except for an authorization of $803,000 for fiscal year 1980, the authorization for the program has since its inception always stood at $1 million, but appropriations have never reached this level.
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> Appropriations for the following fiscal years have been: $600,000 for 1972, $798,000 for 1973, $901,000 for 1974, $802,000 for 1975, $769,000 for 1976, $280,000 for the transition quarter, $792,000 for 1977, $793,000 for 1978, $797,000 for 1979, $802,000 for 1980, $803,000 for 1981, $779,000 for 1982, and $785,000 for 1983.
>
> The Act is the only Federally-supported program that has systematically concentrated on the vital needs of museum conservation with respect both to training and research in new techniques. From its inception, the administrators of the National Museum Act have been sensitive to duplicating the efforts of other Federal programs—the National Endowments for the Arts and Humanities, the National Science Foundation, and, more recently, the Institute of Museum Services. By maintaining close liaison with members of the staffs of these organizations, duplication has been avoided.
>
> The Act is administered by one person, under the supervision of the Assistant Secretary for Museum Programs. Funds are made available by grants and contracts to museums, professional associations, and individuals after review by the National Museum Act Advisory Council, appointed for this purpose by the Secretary of the Smithsonian Institution. The membership of the Advisory Council encompasses the principal museum disciplines—art, science, and history—and is broadly representative of the various regions of the United States. The Council advises and assists in determining priorities and assessing the quality of programs seeking support under the Act. In making awards the Advisory Council has insisted that all proposals clearly demonstrate how the project will contribute to the upgrading of the quality and standards of the museum profession. In fiscal year 1981, 56 grants were approved, totaling $704,053. In fiscal year 1982, 53 grants were approved, to-

taling $676,360, and in fiscal year 1983, 60 grants were approved, totaling $687,750.

Neither this bill (S. 840 in the 98th Congress) nor S. 2390 in the 97th Congress, both of which passed the Senate, received final action in the House of Representatives. Thus, the modest appropriations for this program (approximately $790,000 annually) have been "authorized" in various appropriations measures for fiscal years 1983 through the present.

Conservation of museum objects and items remains a critical problem throughout the United States. The recent report of the Commission on Museums for a New Century published by the American Association of Museums in Washington, DC, sharply addresses this issue. Three paragraphs from its chapter on the care of museum collections are deserving of full quotation:

1. Collections Care: A Chronic, Unquantified Problem: In a 1982 *Christian Science Monitor* article, David Hugh Smith vivdly described a perennial museum concern: "There's a silent thief stealing away with millions of dollars of art work each year. The thief's name? Poor conservatioin." The same villain is at work in museums of history and natural history. Being collected and stored in a museum is no guarantee that any object will, in fact, be preserved in-perpetuity. Some things quite naturally disintegrate over time—delicate watercolors, for example, or leather bookbindings. Others may be damaged and require stabilization or repair to prevent further deterioration. The scientific examination and treatment of museum objects and the study of the optimum environments for their preservation constitute the field of study known as conservation.

2. Valuable if limited federal support has also come from the National Museum Act (NMA), a small program administered by the Smithsonian Institution that has made grants to individuals for research in conservation. The amount of money available has always been small ($508,000 in grants for conservation to 51 recipients in fiscal year 1983), but the agency has had a steady commitment to research in conservation and to the continuing education of working professionals.

3. Recommendation 3: In the belief that America's museum collections are a national resource which merits a strong federal commitment, we urge the acceleration of the federal initiative in collections care and organization. We applaud the recent interest of policy makers at the federal level in these critical activities, but we urge them to consider these steps as just the beginning of an effort to meet the actual needs of all museums. The Institute of Museum Services, the National Endowments for the Arts and the Humanities, the National Science Foundation and the National Museum Act all must share in the commitment.

HEARINGS

The Rules and Administration Committee held a hearing on July 24, 1985, on Senate Bill 582, receiving testimony in support of the bill from Senator Goldwater, on behalf of himself and Senator Garn and Senator Sasser, the three sponsors of this measure and the three Senate members of the Smithsonian Board of Regents. The Secretary of the Smithsonian Robert McCormick Adams, also testified in favor of this measure, as did James H. Duff, Director of the Brandywine River Museum at Chadds Ford, Pennsylvania, who spoke on behalf of the American Association of Museums. In addition, a letter from Secretary Adams was received for the hearing record; his letter is as follows:

SMITHSONIAN INSTITUTION,
Washington, DC, June 28, 1985.

Hon. CHARLES MCC. MATHIAS, Jr.,
Chairman, Committee on Rules and Administration, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: I would like to take this opportunity to comment on S. 582, a bill "to amend the Act of October 15, 1966 (80 Stat. 953:20 U.S.C. 65a), relating to the National Museum of the Smithsonian Institution, so as to authorize additional appropriations to the Smithsonian Institution for carrying out the purposes of said Act."

Under the National Museum Act of 1966 the Smithsonian Institution assists the museum community in studying museum problems and opportunities, training museum employees, preparing and distributing museum publications, researching and contributing to the improvement of museum techniques, and cooperating with other agencies of the United States Government which are concerned with museums. The Act has systematically concentrated on the vital needs of museum conservation with respect to both the training and research in new techniques.

Funds were first authorized for the Act in fiscal year 1968. No funds were appropriated, however, in fiscal years 1968, 1969, or 1970. In 1970, 1974, and 1977, program funding was reauthorized, each time for three years. In 1980, it was reauthorized for two years. Bills providing for a further reauthorization of funding were introduced and approved by the Senate in succeeding Congresses, but the House took no action on them. However, program funds have been provided in appropriations measures.

The funding authorization for the program has been as high as $1 million, although appropriations have never reached that level. Appropriations for each fiscal year have been as follows: $600,000 for 1972, $798,000 for 1973, $901,000 for 1974, $802,000 for 1975, $769,000 for 1976, $195,000 for the transition quarter, $792,000 for 1977, $793,000 for 1978, $797,000 for 1979, $802,000 for 1980, $805,000 for 1981, $779,000 for 1982, $782,000 for 1983, and $787,000 for 1984. For 1985 an amount of $773,000 is available; $793,000 has been requested for fiscal year 1986.

From the beginning administrators of the National Museum Act have been sensitive to duplicating the efforts of other Federal programs—the National Endowments for the Arts and the Humanities, the National Science Foundation, and, more, recently, the In-

stitute of Museum Services. By maintaining close liaison with members of the staffs of these organizations, duplication has been avoided.

The Act is administered by one person, under the supervision of the Assistant Secretary for Museum Programs. Funds are made available by grants and contracts to museums, professional associations, academic institutions, and individuals sponsored by museum-related organizations, after review by the National Museum Act Advisory Council, appointed for this purpose by the Secretary of the Smithsonian. The membership of the Council encompasses the principal museum disciplines--art, science, and history—and is broadly representative of the various regions of the United States. The Council advises and assists in determining priorities and assessing the quality of programs seeking support under the Act. In making awards the Advisory Council has insisted that all proposals clearly demonstrate how the project will contribute to upgrading the quality and standards of the museum profession. In fiscal year 1983, 64 grants were approved, totaling $693,000 and in fiscal year 1984, 62 grants were approved, totaling $689,500. For fiscal year 1985, 67 grants totaling $685,863 have been approved.

Since its initial funding the National Museum Act has contributed significantly to improving the quality and standards of the museum profession. Though the dollar amounts involved have been small, it has played a key role in assisting the profession to provide greater care for and to make better use of museum collections and to deal more effectively with urgent new problems that have arisen as a result of increased public visitation and the need to reach new audiences. The National Museum Act has been particularly effective in fostering training through seminars, workshops, internships, and fellowships for museum professionals and trainees in a wide variety of fields, particularly conservation.

S. 582 would authorize appropriations of $793,000 for fiscal year 1986 and "such sums as may be necessary" for the four succeeding fiscal years. The Office of Management and Budget advises that it prefers only two years of additional authorization beyond the current fiscal year. With that exception, OMB further advises that there is no objection from the standpoint of the Administration's program to the legislation, and that its enactment would be in accord with the program of the President.

Sincerely,

ROBERT MCC. ADAMS.
Secretary.

COST ESTIMATE

Cost estimates were received from the Congressional Budget Office in time for their inclusion in this report. The cost estimates follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, October 30, 1985.

Hon. CHARLES MCC. MATHIAS, Jr.,
Chairman, Committee on Rules and Administration, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the attached revised cost estimate for S. 582, to amend the National Museum Act to extend authorization of appropriations to the Smithsonian Institution, as ordered reported by the Senate Committee on Rules and Administration on October 29, 1985.

Should the Committee so desire, we would be pleased to provide further details on this estimate.

With best wishes,

Sincerely,

ERIC HANUSHEK
(For Rudolph G. Penner).

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 582 (Revised).

2. Bill title: To authorize additional appropriations to the Smithsonian Institution for the National Museum Act.

3. Bill status: As ordered reported by the Senate Committee on Rules and Administration October 29, 1985.

4. Bill purpose: The purpose of this bill is to amend the National Museum Act to extend authorizations of appropriations to the Smithsonian Institution in 1986 through 1988 to carry out this Act.

5. Estimated cost to the Federal Government:

[By fiscal year, in thousands of dollars]

	1986	1987	1988	1989
Authorization level	843	893	943	
Estimated outlays	741	891	937	110

The costs of this bill falls in budget subfunction 503.

Basis of Estimate: This bill authorizes specific amounts for 1986 through 1988 for the National Museum Act. Full appropriation of the authorization is assumed in the estimate. Estimates of outlays are based on historical spending patterns for these programs.

6. Estimated cost to state and local government: The Congressional Budget Office has determined that the budgets of state and local governments would not be affected directly by the enactment of this bill.

7. Estimate comparison: None.

8. Previous CBO estimate: A CBO estimate was done on S. 582 as ordered reported by the Senate Committee on Rules and Administration and was sent to Chairman Charles McC. Mathias on October 29, 1985. This version differs from that one in that the estimated outlays were incorrectly shown in tens of thousands instead of hundred thousands. This estimate reflects that difference.

9. Estimate prepared by: Bernadette Costello and Deborah Kalcevic.

10. Estimate approved by: C. G. Nuckols for James L. Blum, Assistant Director for Budget Analysis.

Regulatory Impact Statement

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee on Rules and Administration does not consider that enactment of S. 840 would have any regulatory impact.

Changes in Existing Law

In accordance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill S. 582 as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

SECTION 65a OF TITLE 20, UNITED STATES CODE

§ 65a. Director of National Museum; duties; programs and studies; annual report to Congress; authorization of appropriations

(a) *The* [t'.e Director of the National Museum under the direction of the] Secretary of the Smithsonian Institution shall—

(1) cooperate with museums and their professional organizations in a continuing study of museum problems and opportunities, both in the United States and abroad;

(2) prepare and carry out programs by grant, contract, or directly for training career employees in museum practices in cooperation with museums, their professional organizations, and institutions of higher education either at the Smithsonian Institution or at the cooperating museum, organization, or institutions;

(3) prepare and distribute significant museum publications;

(4) perform research on, and otherwise contribute to, the development of museum techniques;

(5) cooperate with departments and agencies of the Government of the United States operating, assisting, or otherwise concerned with museums; and

(6) report annually to the Congress on progress in these activities.

(b) There are hereby authorized to be appropriated to the Smithsonian Institution [$782,000 for fiscal year 1983, $1,000,000 for fiscal year 1984, and $1,000,000 for fiscal year 1985.] *$843,000 for fiscal year 1986, $893,000 for fiscal year 1987, and $943,000 for fiscal year 1988.*

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